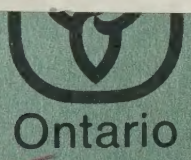


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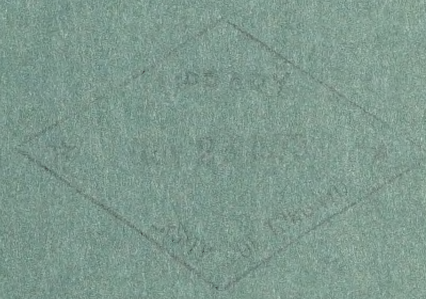
Government  
Publication



Ministry of Treasury  
Economics and  
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H. Ian Macdonald deputy minister

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# management of growth





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A BACKGROUND PAPER  
ON  
MANAGEMENT OF GROWTH  
(A REGIONAL PERSPECTIVE)

OCTOBER, 1973



The pressures resulting from uncontrolled growth, or from demands for more growth, require all levels of government to become deeply involved in planning for the future, to ensure that there will be a future worth having. This planning cannot be done in isolation, however, for the actions of one level of government inevitably affect the others.

The Government of Ontario has taken a regional approach to resolving growth problems. But regional planning in Ontario is not merely community or town planning carried out on a large scale. It is a policy strategy embracing social, economic and cultural aspects as well as physical land use planning. It is designed to translate the Province's policies into a set of plans and programs appropriate to the needs of the people in each part of Ontario. The objective is to enable each region to reach its full potential while at the same time making a productive contribution to the larger provincial and national communities.

#### DESIGN FOR DEVELOPMENT

The Government of Ontario has been committed to regional planning since 1966 when a white paper, "Design for Development", was published. The stage of accepting the need for planning "in principle" has long since passed, and we are actively involved in a planning program which will have real impact.





Although the Province has taken the initiative in establishing a working planning program, its success depends on full participation by local government. This, in turn, requires stronger, more responsible local governments.

Co-operation with and by the federal government is also essential because a significant provincial input into federal programs is necessary to ensure that these programs support and reinforce provincial regional policies.

In three of the five planning regions -- Eastern, Southwestern and Northeastern Ontario -- regional goals are now being formulated and policies designed to meet these goals are being considered. This process is most advanced in Northeastern Ontario, which can be viewed as a prototype. Here we are finishing a detailed analysis of the various sectors of the regional economy and are making detailed projections and forecasts based on this analysis. We are also examining the impact of various social and economic policies upon future patterns of income, population distribution and employment. A first report on our findings is expected early next year. Parallel activities are now well underway in the Eastern and Southwestern Ontario Regions. The next step will be the formulation of a set of broad policies based on the background material and designed to meet the needs and wishes of the people in the individual regions. These policies must, for example, distinguish





between the very different economic issues faced by residents of Northeastern Ontario and those faced by people in Southwestern Ontario.

In Northwestern Ontario, this second stage is complete and the third is underway. Here the implementation of a development strategy is well in hand. All significant policy and program proposals affecting this region are now being carefully scrutinized to determine their relationship to the Province's regional strategy.

This year plan implementation for the Northwest was marked by an important breakthrough. For the first time specific items of a regional development plan have been included in the estimates and work programs of other Ministries, thus giving concrete effect to the region's goals of employment creation, greater public service accessibility and standards. This marks the first time that a regional plan has directly influenced the setting of expenditure levels and priorities within program Ministries. We expect this to happen in other regions as their development strategies reach the implementation stage.

We anticipate that the policies and programs of the various agencies of the federal government will similarly support regional goals and strategies in Ontario.



In Eastern, Northeastern and Northwestern Ontario, growth management is largely a matter of encouraging appropriate types of growth and providing the best possible framework for them. In Southwestern Ontario, the major need is to ensure that the present rate of growth proceeds at a manageable pace without damage to the physical or social environment.

#### CENTRAL ONTARIO SECTION

In Central Ontario (an enlarged Toronto-Centred Region), the need to manage growth stems from a quite different set of circumstances. Here the pressure of growth is only too obvious. It may be seen in the congestion, the urban encroachment on agricultural land, the rising cost of housing, pollution, etc. Because of the intensity of the pressures and the large number of people directly affected, the regional planning program is concentrating much of its attention on this region.

At present three aspects of planning in the region are being emphasized. In order of priority these three are: the development of specific strategies for the lakeshore system of urban centres east and west of Metropolitan Toronto; the development of concrete programs for the preservation of non-urban open space beyond the lakeshore urban complex; and the encouragement of growth in selected communities beyond the presently urbanized part of the region.





Key objectives in the development and implementation of the regional plan are the protection of the environment, the provision of an efficient transportation network, and the creation of adequate serviced land so that housing may be provided at a reasonable cost.

Examples of the Ontario Government's initiatives in these areas are the Central York Servicing Scheme for pollution abatement and water supply, the experimental intermediate capacity rapid transit project, and the development of the North Pickering Community.

#### THE LAKESHORE URBAN COMPLEX

The most dynamic growth in Ontario is in the lakeshore urban complex centred on Metropolitan Toronto. This complex stretches from Hamilton to Oshawa, with a secondary northern spine along Yonge Street to Newmarket.

If we are to demonstrate that we can create an urban society which does not overwhelm the individual or seriously restrict his social and economic choices, then we must begin here. Much work has been done on the design of a system of communities which will accommodate anticipated growth while still retaining a sense of human scale.





The regional planning program is approaching this on several fronts. The main effort currently is devoted to the development of a "structure plan" for the lakeshore complex, much more general in nature than a local official plan but sufficiently specific to provide clear programming guidelines both to Government agencies and to municipalities. This work is being carried out by an interministry task force with senior policy direction.

#### THE PARKWAY BELT

An important means of guiding development in the lakeshore urban area is the Parkway Belt concept. Very briefly, the Parkway belt is a system of transportation, communication and recreation facilities designed to both define and link the urban centres around Toronto. Technical work on the portion of the Parkway Belt from Dundas to Markham is now complete, and the details of the proposed Parkway Belt West plan have been made public. This plan will be adopted and implemented through the new Parkway Belt Planning and Development Act. Work on the remaining section of the Belt -- from Markham to Oshawa -- is proceeding and will be made public within the next twelve months.

#### EXPANDED AND NEW TOWNS

Finally, growth in this urban system will be channelled into a number of expanded and new towns. North Pickering is especially noteworthy because it represents



the first example of a new town where the key determining factors -- location and size -- directly reflect our regional planning strategy. North Pickering will have a major positive impact on the availability of housing in the Toronto area. In addition, North Pickering represents a challenge to regional planning. This community will be oriented to the needs, desires and aspirations of people and will reflect the values and standards of our modern society. To achieve this we intend to experiment with many new techniques. From the process, we hope to learn many lessons which will be applied not only in North Pickering but in the establishment and expansion of other urban centres.

## ZONE TWO

Beyond the lakeshore urban complex is relatively open countryside and a number of attractive small communities. In this area, known as Zone Two, policies are being developed to encourage open space land uses such as agriculture, parks and recreation, and similar activities, as well as the limited growth of existing urban centres. This will be accomplished in a number of ways. For example, provincial planning policy now refuses to sanction any significant urban development that contributes to urban sprawl. All official plans and subdivision proposals are severely scrutinized from this point of view before action is taken. A key economic issue in this area is the retention of viable agriculture close to large urban centres.





To encourage farm operators to remain in agriculture, special assistance will be required.

More will be done to set out specific Zone Two policies; in particular we will be outlining acceptable urban growth locations and rates for communities in this area.

#### SPECIAL TASK FORCES

Finally, we are working closely with selected communities on the edges of the Central Ontario Region (i.e. beyond commuting distance of Toronto) to develop policies for controlled growth and development acceptable to both the municipalities and the Province.

For example, a task force in the Barrie-Orillia area -- the Simcoe-Georgian Task Force -- has been operating for over a year. The municipalities involved have developed a statement of their desired goal and objectives for future growth. The task force is now about to embark upon a major research study to identify preferred growth strategies and the impact of these strategies upon municipal services. Once this research is completed, we will be able to evaluate the need for special provincial assistance for selected municipal services in order to encourage orderly growth and thereby relieve some of the extreme pressures in the lakeshore urban area.





A similar task force has been operating in the Port Hope-Cobourg area. As a result of forthcoming municipal reorganization, however, it has been reconstituted and its area expanded. Its program is, therefore, not as far advanced as that of the Simcoe-Georgian Task Force.

#### REGIONAL PLANNING AND TAXATION POLICY

In recent years and particularly in the 1973 Budget, the Government of Ontario has taken positive action to ensure that its taxation policy helps to achieve its planning objectives.

The increase in the Farm Tax Reduction program to cover, in many cases, 50 per cent of the total property taxes on the farm land and buildings removes in effect the burden of property taxation from land.

In addition, the Property Tax Stabilization Plan decreases the need for municipalities to seek development in order to ensure an adequate tax base.

#### SHORT-RUN PROBLEMS

During the time that regional strategies are being developed and even while these strategies are being implemented, many changes are taking place -- changes in social attitudes, in the perceived needs of people living in a region, in economic realities, and



in financial abilities. A regional planning program must take account of these changes. It must seek to resolve current, short-run problems, such as the provision of adequate housing and efficient transportation, and the quality of the environment. It must consider too, the cost that the people of the Province are prepared to pay.

A regional planning program must also look at particular parts of a region where growth pressures may be creating immediate dangers. One such area is the Niagara Escarpment. We have moved, through legislation, to protect the escarpment without waiting for the development of overall strategies in Central and Southwestern Ontario.

#### RECENT LEGISLATION

The regional planning program was carried out without an adequate legislative framework until The Ontario Planning and Development Act, The Niagara Escarpment Planning and Development Act and The Parkway Belt Planning and Development Act were passed in June.

#### THE ONTARIO PLANNING AND DEVELOPMENT ACT

This piece of legislation permits the Province to develop plans for any area designated as a development planning area. Planning under this Act will be an open process. As soon as possible, the order designating a development planning area must be approved by the Legislative Assembly. Consultation with municipalities and





the holding of public hearings are mandatory. Municipalities and concerned groups will be consulted both during the preparation of a plan and prior to its consideration by the Government.

A development plan will be at a scale that does not parallel or duplicate either the more detailed plans of municipalities or the individual program plans of provincial or federal ministries and agencies. It will contain several different aspects of development such as:

- a) Policies for the economic, social and physical development of the area covered. This could include the general distribution and density of population, general location of industry and other land uses, the management of land and water resources control of pollution, general location and development of major servicing, transportation and communications systems, and the development and maintenance of educational, cultural, recreational, health and other social facilities.
- b) policies relating to the financing and programming of public development projects and capital works.



- c) policies to co-ordinate planning and development among municipalities within an area or within separate areas.

#### THE NIAGARA ESCARPMENT PLANNING AND DEVELOPMENT ACT

The purpose of this Act is to ensure that the Niagara Escarpment and the land near it will be maintained substantially as a continuous natural environment. To accomplish this purpose, the legislation prohibits development which is incompatible with the natural environment.

A Niagara Escarpment Commission has been established to carry out an investigation and survey of environmental, physical, social and economic conditions in the Niagara Escarpment Planning Area and to prepare a proposed plan for the area. All affected municipalities will be consulted during the preparation of the plan, and public hearings will be held so that all interested citizen groups, organizations, etc. may express their concerns before the Government considers the plan.

In preparing a plan for the Niagara Escarpment Planning Area, the objectives of the Commission will be:

- a) to protect unique ecologic and historic areas.
- b) to maintain and enhance the quality and character of natural streams and water supplies.
- c) to provide adequate opportunities for outdoor recreation.





- d) to maintain and enhance the open landscape character of the Niagara Escarpment as far as possible, by such means as compatible farming or forestry and by preserving the natural scenery.
- e) to ensure that all new development is compatible with the purpose of the Act.
- f) to provide for adequate public access to the Niagara Escarpment.
- g) to support municipalities within the Niagara Escarpment Planning Area in their exercise of the planning functions conferred upon them by The Planning Act.

The plan for the Niagara Escarpment may contain the same factors as plans prepared under The Ontario Planning and Development Act:

- a) policies relating to the economic, social and physical development of the area.
- b) policies relating to the financing and programming of public development projects and capital works.
- c) policies to co-ordinate planning and development among municipalities within the planning area.



In addition, the plan may contain policies to ensure compatibility of development by the private sector and policies to co-ordinate the planning and development programs of the various provincial ministries for the Niagara Escarpment Planning Area.

#### THE PARKWAY BELT PLANNING AND DEVELOPMENT ACT

Under this legislation the Minister may establish a Parkway Belt Planning Area and have a plan prepared for it. This plan will be a development plan within the meaning of The Ontario Planning and Development Act and consultation will be carried out as set out in that Act.

The Parkway Belt System is designed to serve four purposes:

- 1) To define and separate communities, thus providing people with a sense of community.
- 2) To link communities with each other by means of service corridors which facilitate the movement of people, goods, energy and information.
- 3) To provide a land reserve for the future, anticipating land uses which cannot be foreseen today.
- 4) To provide open space and recreational facilities where they are most needed -- at the back doors of our urban complexes.



## THE ROLE OF LOCAL GOVERNMENT

Regional planning cannot be implemented by the Province acting alone. Strong local governments must be a full participant.

In its social and economic planning program the Province has recognized that its "unlimited" resources of land, water and air are indeed limited. Urbanization has brought this lesson home with great impact.

The problem is of such proportions that all governments must co-operate in achieving a solution. The Government of Ontario accepts that it has the primary responsibility to set out broad policies in the field of urban and regional affairs. Nevertheless, the idea that planning in its broadest sense is exclusively a provincial activity is unacceptable both in theory and practice. There are many local public needs that can be articulated and solved only by local leaders and residents.

## INTERMUNICIPAL RELATIONS

Local government cannot stand still if it is to play an effective part in the governing process in today's society. The Government of Ontario believes that a strong system of local government, with a broad base and organizationally equipped to develop and implement integrated local environment, social and economic policies, is





essential to the success of our strategies for the well-being of our communities. It is obvious that the multiplicity of municipal entities and special purpose bodies cannot adequately measure resources and allocate them to our changing public needs and hundreds of conflicting policies.

Decisions now made by a single municipality often have an impact beyond the boundaries of the municipality itself. This means that many people who do not live in the municipality, but who are affected by its actions, do not have a voice in the making of these decisions.

We believe that centralized local authority is an important element in effective public participation in the development of public policy. Therefore, in the eleven regional or district municipalities in Ontario, the regional municipal council is pre-eminent at the local level in deciding growth strategy for each region.

Many municipalities as well are unable to gather about them the administrative talents and skills that are required to deal with complex planning, fiscal and social requirements of modern society.



If local government is to take an effective share in the governing process in this province local governments must be able to establish planning strategies over wider areas. This means they must be able to control the allocation of financial resources in a much more comprehensive way and at the same time have responsibility for a broad range of services and facilities. This has the effect of repressing the desire to maximize assessment in narrowly defined units of municipal government.

Local authority must be centralized so that the responsibility for resource/growth management can be integrated and focussed. The debate in local politics can then turn to the matter of priorities rather than to who is responsible.

Finally, cities and rural areas must begin to look at their common problems in a comprehensive way and plan for solutions within a common framework.

#### PROVINCIAL-MUNICIPAL RELATIONS

Local government must be able to relate to provincial planning strategies and to locally identified social and economic issues; it must be able to express coherent local strategies to the people it serves and to the Ontario Government; and lastly and perhaps most importantly, the reorganization of local government must restore a sense of balance to the governing process





between provincial government and local government.

Strong local government is essential to an effective division of labour or responsibility between the Province and the municipalities in coming to terms with the needs of a complex, pluralistic and rapidly urbanizing society. The effective division of responsibility will in turn give people a clearer view of who is responsible for the decisions that shape their communities.

As of January 1974 more than 60 per cent of the population of Ontario will be residents of municipal governments that have undergone major reorganization through regional municipalities and/or major amalgamations.

These attempts of strengthening local government are working. Some of the more mature regional governments are now capable of solving large local problems by the exercise of traditionally provincial authority. For example, to deal with the burgeoning demands for housing the Government has just announced its intention to delegate to regional municipalities and restructured counties many of its approval functions on subdivisions, zoning and official plans.



The Government of Ontario recognizes that local government needs more financial resources to meet its responsibilities and has this year made a substantial move to meet this need. The ability of Ontario to alleviate this problem is severely constrained, however, by the present fiscal imbalance between the provinces and the Federal Government. The Ontario Government alone cannot solve the problems of pollution, traffic congestion, health, welfare and housing. The Federal Government has a major contribution to make in these fields.

But Ontario looks especially to local government to work closely with it in solving these problems and in dealing with the issues facing a rapidly urbanizing society. It is gratifying that many municipal leaders support the need for reform of local government. They see problems in the system of decision making and together are working with us to develop the kind of local government organization which can unlock their ability to work with us in solving the problems and maximizing the benefits to the people of Ontario.







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